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Report of the International Labour Organization on recent developments in work and employment statistics

Note by the Secretary-General

In accordance with Economic and Social Council decision 2017/228 and past practices, the Secretary-General has the honour to transmit the report of the International Labour Organization (ILO) on recent developments in work and employment statistics. The report describes the new framework for work statistics and measures of labour underutilization adopted by the Nineteenth International Conference of Labour Statisticians held in Geneva in 2013, their implications for national systems of work and labour-force statistics, and significance for meeting data requirements for monitoring progress towards achieving Sustainable Development Goal 8 ("Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all") and Goal 5 ("Achieve gender equality and empower all women and girls"). It also highlights the ILO programme of methodological tests, guidance development, capacity-building, technical assistance, and inter-agency coordination activities undertaken to support the wide adaptation and adoption of the new standards. Recent developments in preparation for the Twentieth International Conference, to be held in October 2018, are also presented, including the main proposals, to be considered for adoption by the Conference, on a suite of international standards for statistics on work relationships to replace the International Classification of Status in Employment (ICSE-93). The Commission is invited to express its views on the progress achieved by ILO and to provide guidance on the outlined programme of work, as set out in paragraph 65 of the present report.

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Report of the International Labour Organization on recent developments in work and employment statistics

I. Introduction

1. The aim of the present report is to inform the Statistical Commission on recent advances in the area of work and employment statistics, as achieved by the International Labour Organization (ILO). This report centres in particular on the major outcomes of the Nineteenth International Conference of Labour Statisticians held in Geneva from 2 to 11 October 2013 and the activities undertaken by ILO in follow-up thereto, as well as on recent developments in preparation for the Twentieth International Conference, to be held in Geneva from 10 to 19 October 2018.

2. As reported to the Statistical Commission at its forty-fourth session in 2013 (see E/CN.3/2013/17), participants at the Nineteenth International Conference of Labour Statisticians discussed and adopted revised statistical standards on work, employment and labour underutilization. The new standards introduced several perspectives with important implications for official work and labour-force statistics programmes around the world. Major innovations included a statistical definition of "work" covering all paid and unpaid productive activities; an activity-based framework which specifies five different forms of work; a narrower definition of employment as "work for pay or profit"; new measures of labour underutilization to complement the unemployment rate; separate definitions and headline indicators for unpaid forms of work, including own-use production work, volunteer work and unpaid trainee work; and general guidance designed to support countries in establishing a coherent system of work and labour-market statistics for meeting demands for frequent and more structural data needs.

3. These changes respond to long-standing calls for a comprehensive body of statistics on work which is able to inform a wide range of economic and social policies, including on macroeconomic development and growth, employment creation and labour-market integration, human resource development and training, gender equality, household poverty and well-being, and community development and civic engagement.

4. The timely implementation of the standards will feed the requirement for more accurate indicators under the 2030 Agenda for Sustainable Development[1] and the global indicator framework for the Sustainable Development Goals and targets of the 2030 Agenda for Sustainable Development, adopted on 6 July 2017 by the General Assembly by its resolution 71/313. This indicator framework calls for better data on work, employment and labour underutilization with respect to several decent work-related indicators, particularly but not only under Goal 8 ("Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all") but also under other Goals such as Goal 5 ("Achieve gender equality and empower all women and girls"). Other global frameworks, such as the ILO Decent Work Indicators Framework, the Minimum Set of Gender Indicators and indicators on quality of employment, will be enhanced through the implementation of the new concepts.

5. To support the implementation of the new standards, ILO has launched several initiatives covering methodological development and testing, preparation of new

[1] General Assembly resolution 70/1.

practical tools and guidelines, and revamping of its technical support and capacity-building activities. In addition, ILO is expanding and strengthening its partnerships with interested organizations at international, regional and national levels, to raise awareness more widely on the new standards and promote a coordinated approach to their adaptation and implementation across related statistical domains, in particular economic statistics, time-use statistics, gender statistics, agricultural and rural statistics, and poverty statistics.

6. In parallel, ILO has been working on a range of related activities in the area of methodological and standards development. Most noteworthy is the review of the International Classification of Status in Employment, including an updated classification whose adoption is to be discussed at the Twentieth International Conference of Labour Statisticians, to be held in Geneva in October 2018, and the twelfth meeting of the Delhi Group on Informal Sector Statistics held in Geneva on 2 and 3 October 2017. To the extent possible, synergies have been sought across the different areas of development to ensure coherence among standards and guidance produced and to facilitate implementation at the national level.

7. To ensure coherence in the domain of work and labour statistics, ILO has established a work programme to support the integration of the latest standards and guidance development activities in enhanced capacity-building for statistical agencies. This has already been reflected in updated training programmes such as the annual Labour Market Statistics and Analysis Academy which was first held in 2015, and will continue to serve countries over the coming years through a sharing of the latest knowledge and products, including newly published guidance, standards and tools which will be fed into training and technical assistance activities.

8. This report is structured as follows: section II describes (a) the main changes introduced through adoption of the new resolution (I) concerning statistics of work, employment and labour underutilization, (b) the ILO programme of methodological pilot tests; (c) practical guidance development for labour-force and related surveys; (d) capacity-building and technical assistance; and (e) established partnerships and inter-agency coordination and knowledge-sharing initiatives. Section III highlights methodological developments on priority topics to be discussed at the Twentieth International Conference, including the key topic of the review, update and adoption of the International Classification of Status in Employment (ICSE-93). Additional topics to be discussed at the Conference include the methodological refinements of proposed tier III decent work-related Sustainable Development Goal indicators, statistics on education qualification and skills mismatches, international labour migration, rural labour statistics, agricultural labour statistics, forced labour, work in the informal economy and cooperatives.

II. Work, employment and labour underutilization (Nineteenth International Conference of Labour Statisticians)

A. Major innovations introduced by the new standards

9. The standards set out in resolution I concerning statistics of work, employment and labour underutilization adopted by the Nineteenth International Conference in October 2013 replaced the 1982 standards and related guidelines which had played a critical role as a reference for national programmes of labour-force statistics (ILO,

2013).[2] The new standards have greatly expanded the scope of labour statistics by recognizing the need to produce statistics on different forms of work, paid and unpaid, on a regular basis and by providing a common conceptual framework for this purpose. The shift towards a more comprehensive accounting of the world of work is in line with updated statistical standards on the measurement of working time and child labour (ILO, 2008).[3]

1. Work and forms-of-work framework

10. Major features of the new standards are the inclusion of the first internationally agreed statistical definition of "work" as aligned with the general production boundary, and a framework that distinguishes different forms of work in support of the production of separate statistics on each, as needed, to inform a wide range of economic, labour-market and social policies. The forms-of-work framework classifies all productive activities as different forms of work based on the main intended destination of the production and the type of transaction. Five distinct forms of work are specified: employment work, own-use production work (including production of goods and services for own final use), volunteer work, unpaid trainee work and, in a residual category, other forms of work such as unpaid compulsory work.

11. An important principle underpinning the activity-based framework is that, while the five forms of work specified are mutually exclusive, persons may be engaged in one or several forms of work over a particular reference period. As a result, it is possible to comprehensively capture the participation, contributions and working conditions of persons in employment, in own-use production work and in volunteer work, as well as to examine their interactions. This was not possible with previous standards.

2. Employment and labour underutilization

12. Employment under the new standards is, compared with the previous standards, more narrowly defined — as "work for pay or profit". This excludes activities carried out to produce goods intended mainly for own-final use by the household or family, organization-based volunteering, some types of direct volunteering, and unpaid trainee work, which are now under the rubric of the concepts of own-use production work, volunteer work and unpaid trainee work, respectively. Employment, as more narrowly defined, continues to be the reference for classifying persons of working age by their labour-force status and for producing the body of labour-force statistics. This revision will allow for more targeted monitoring of access to employment opportunities that generate an income and will inform policies directed at employment creation. As emphasized under the Sustainable Development Goals agenda, it will also support evaluation of actual progress towards reducing the gaps in labour-market integration across groups of policy priority, for example, women and men, youth and adults, persons living in rural and in urban areas, etc.

13. The definition of unemployment remains unchanged. However, a number of revisions to its measurement were introduced, such as removal of the option to exclude the job search criterion in certain contexts and expansion of the reference period for availability. Most important, unemployment is now integrated as one of

[2] For the text of the resolution, see http://ilo.org/global/statistics-and-databases/meetings-and-events/international-conference-of-labour-statisticians/19/WCMS_230304/lang--en/index.htm.

[3] For the text of resolution concerning statistics on child labour, see http://www.ilo.org/global/statistics-and-databases/standards-and-guidelines/resolutions-adopted-by-international-conferences-of-labour-statisticians/lang--en/index.htm.

several measures of labour underutilization which also include time-related underemployment and the potential labour force. The latter is a newly defined group which captures persons not employed who express interest in the labour market but do not fully meet the criteria for classification as unemployed. This includes, for example, discouraged job seekers and others who may face a variety of personal, social or economic barriers which limit their labour-market access. For dissemination purposes, a new set of measures of labour underutilization, LU1-LU4, are provided to promote a more comprehensive monitoring of changes in labour markets than can be achieved through the unemployment rate alone, and to better capture differences between urban and rural areas, women and men, youth and adults and other groups of policy priority.

3. Unpaid forms of work

14. To support full measurement of unpaid forms of work, the standards introduced new statistical definitions, basic measurement guidance and headline indicators for own-use production work, volunteer work and unpaid trainee work.

15. Own-use production work covers all activities carried out to produce goods and provide services intended mainly for own use by the household or family. While those activities are considered part of a single form of work, the new standards enable the separate reporting of own-use production of goods and own-use provision of services to allow for their integration with economic statistics, for the preparation of national and satellite accounts, and at the same time to support gender analysis on issues such as household division of labour, time burden of unpaid work, and the contributions of women's and men's unpaid work to overall household material welfare, income and well-being. Through inclusion in the international standards, it constitutes a critical input, supporting countries in production of the statistics required to monitor Sustainable Development Goal indicator 5.4.1 ("Proportion of time spent on unpaid domestic and care work, by sex, age and location"), under Goal 5. In addition, for countries where small-scale farming is widespread, the standards provide and recommend the dissemination of the decent work indicator "rate of subsistence foodstuff producers" as a headline measure, together with other indicators of labour-market performance, for monitoring the situation of those producers and inform policymaking.

16. Guidance on volunteer work is now integrated in the international standards, following, to a large extent, the recommendations included in the ILO *Manual on Measurement of Volunteer Work* (ILO, 2011).[6] It covers all productive activities performed for others without pay and on a voluntary basis. Two kinds of volunteer work are recognized: organization-based volunteering and direct volunteering. As in the case of own-use production work, the new standards allow for the integration of statistics on volunteer work with economic statistics, for the preparation of national and satellite accounts, and at the same time to support comprehensive analysis of this form of work and of its contributions to sustainable development.

4. Implications for national work and labour-force statistics programmes

17. The implications for current labour-force statistics programmes will ultimately depend on current practices in any given country. At a basic level, the most immediate practical impact is that questionnaires, such as those for the Labour Force Survey,

[6] See http://www.ilo.org/stat/Publications/WCMS_162119/lang--en/index.htm

will need to reflect the changes in definitions outlined above. Linked to this, some impact can be expected on labour-market indicators.

18. Given the narrower definition of employment, the a priori expectation would be a lower level of employment and a lower employment-to-population ratio under the new standards. Linked to this, the level of unemployment and the unemployment rate would be expected to increase. However, the level of change required in questionnaires and the level of difference in estimates will vary across countries. In some cases, the impact will be minimal. The greatest impact in estimates would be expected for countries with high levels of own-use production of goods where the country concerned was previously classifying own-use producers of goods as employed.

19. Decisions will be required at national level on the range and frequency of statistics to be collected and published under the new standards. For example, countries may decide to run a regular Labour Force Survey with coverage limited to employment and labour underutilization. For others, particularly those with high levels of mixed agricultural activity, it will be essential to cover own-use production of goods each time that a Labour Force Survey is run. Other forms of unpaid work may be covered at a lower frequency depending on national policy interest and commitments to produce indicators, e.g., under the Sustainable Development Goal indicator framework. Many issues will need to be taken into account in framing the national system of work and labour statistics, including available resources, policy priorities and existing sources of data.

20. Implementation of the new standards in surveys, encompassing, in particular, household surveys, will need to be carefully planned and applied, and should include appropriate testing programmes. Plans should be developed in consultation with key stakeholders; and sufficient time and resources should be allocated to ensure the quality of the data generated is as desired.

21. Supporting transition to the new standards is an important part of the ILO remit and work programme. Since the Nineteenth International Conference of Labour Statisticians, ILO has engaged in a range of activities aimed at providing support to countries. Some of their more substantial elements are described below.

B. Methodological development and testing

1. ILO global programme of pilot studies

22. Given the wide-ranging changes in work and labour-force statistics introduced through the work of the Nineteenth International Conference of Labour Statisticians, in 2015, ILO launched a global programme of Labour Force Survey pilot studies through which to test alternative approaches to implementing the new standards in household surveys.[5] The ILO LFS pilot studies were implemented between 2015 and 2016 with the participation of 10 countries from four major world regions: *Africa* (Cameroon, Côte d'Ivoire, Namibia and Tunisia); *the Americas*: (Ecuador and Peru), *Asia* (the Philippines and Viet Nam); and *Central Asia and Eastern Europe* (Kyrgyzstan and the Republic of Moldova). Their successful completion was possible thanks to the high-level commitment and human resource and financial contributions of the national statistical offices of the 10 pilot countries. The African Development Bank and Data2X with the support of the United Nations Foundation further

[5] See http://www.ilo.org/stat/Areasofwork/Standards/lfs/lang--en/index.htm.

supported activities to promote knowledge-sharing among pilot countries and with partner agencies (see also below under "Partnerships").

23. The pilot studies utilized an experimental design which combined qualitative and quantitative methods in order to test and compare alternative model questionnaires covering employment, labour underutilization and own-use production work. A main objective was to evaluate how well the model questionnaires performed in different cultural and socioeconomic contexts and among women and men and persons living in urban and rural areas. Five model questionnaires were developed by ILO with the active participation of national statistical offices for testing based on a global review of existing national Labour Force Survey practice. Each pilot country tested two versions to allow comparisons both within the same context and across contexts.

24. An important methodological innovation introduced in the pilot studies was the use of cognitive interviewing to inform the questionnaire design. A cognitive testing protocol was developed by ILO with the support of the Office for National Statistics of the United Kingdom of Great Britain and Northern Ireland. Technical and field staff from the 10 pilot countries were trained on cognitive interviewing methods and supported by ILO throughout the implementation process. Cognitive interviewing was used to evaluate the question-answer process and to identify potential sources of response error arising from questionnaire design. Follow-up small-scale survey field tests were conducted to evaluate internal validity and consistency across questionnaire instruments in classifying persons as, inter alia, employed, unemployed or own-use producers. Operational issues relevant for frequent large-scale survey implementation, such as average duration of the interviews, complexity of skip patterns, respondent burden and the impact of proxy respondents, were also assessed.

25. Methodological reports detailing the main findings of the ILO pilot studies will be made available through the ILO website at the end of 2017.[6] The main findings are being used to inform the preparation of evidence-based guidance to support countries' efforts to align their national practice with the new standards (see below).

26. With the completion of the ILO global pilot studies, additional methodological tests are being conducted in collaboration with interested countries and partners. Through the partnerships built during the first round of pilot studies, opportunities for greater synergies among international agencies were identified. Arising from this, a joint pilot study co-led by ILO and the World Bank Group and supported by Data 2X has been organized and is scheduled to be conducted in Sri Lanka during 2017 and 2018. The pilot study extends the evidence gathered during the earlier pilot studies by allowing more direct comparisons between the Labour Force Survey and other types of household surveys — in this case, a Living Standards Measurement Survey — through which labour is measured. The intended output from this work will be guidance on implementation of the new standards in different survey types, which can be an important support for countries that are facing decisions on collection of work and labour data through different mechanisms.

2. Related methodological and technical coordination activities

27. In addition, ILO is providing technical support to several regional initiatives aimed at testing approaches to adapting and implementing the new standards, taking into account regional priorities and specificities. In Latin America, a pilot survey project for the promotion of regional public goods was launched in 2016 under the

[6] See http://www.ilo.org/stat/Areasofwork/Standards/lfs/WCMS_484981/lang--en/index.htm

initiative of five countries of the region (Chile, Ecuador, El Salvador, Peru and Uruguay). The pilot studies were implemented between 2016 and 2017 with the financial support of the Inter-American Development Bank, with coordination conducted by the Facultad Latinoamericana de Ciencias Sociales (FLACSO) and technical backstopping by ILO. Following the methodology of the ILO global pilot programme, the Inter-American Development Bank-funded studies included cognitive interviewing and field tests. Topics covered included employment and labour underutilization, as newly defined; the boundary between employment and own-use production of goods; volunteer work; and identification of dependent contractors. An ultimate aim of the regional public goods project is to identify good practices and share recommendations with other countries of the region during the first half of 2018.

28. In Central Asia, under the leadership of the Interstate Statistical Committee of the Commonwealth of Independent States (CIS) (CISSTAT), a project undertaken within the framework of the World Bank Trust Fund and funded by the Russian Federation, entitled "Development of labour statistics in the CIS region", tested and developed tools for measurement in some areas of work according to the new definitions, with the support of the national statistical committee of Belarus. Based on these tests, the project developed recommendations for adoption by national agencies in the region.

29. ILO also participated in several task forces established by the LAbour MArket Statistics Working Group (LAMAS) of Eurostat. Task force I, in particular, was mandated to develop input documents for the Labour Force Survey implementing act on harmonization of employment and unemployment statistics within the Integrated European Social Statistics (IESS) Framework. A core part of the work has been the development and testing of model question sequences on employment and unemployment, aligned with the new standards. ILO participation in the Eurostat task forces has been instrumental in ensuring close coordination and coherence in the methodological work and testing being led by both organizations.

30. ILO continues to participate as a member of the steering committee in the Expert Group on Measuring Quality of Employment under the Economic Commission for Europe, ensuring that the development of the framework and indicators is coherent with International Conference of Labour Statisticians standards, including the latest standards on work statistics.

31. To support the 2020 Round of Population and Housing Censuses, ILO participated in the expert groups set up by the Statistics Division of the Department of Economic and Social Affairs of the Secretariat and the Economic Commission for Europe and contributed to the updating of the international recommendations on the topic, to be aligned with the standards adopted by the Nineteenth International Conference of Labour Statisticians.

32. ILO has been working with FAO on a number of initiatives designed to support the development of rural labour statistics and measurement of decent work in rural areas. In particular, ILO has been engaged in supporting the advancement of an international definition of rural and urban areas, considered essential for international reporting of labour statistics, and in participating in the Expert Meeting on the Definition of Rural Areas organized by FAO.

33. ILO also works with FAO in supporting the improvement of agricultural labour statistics. As regards the *World Programme for the Census of Agriculture 2020*,[7] ILO was the key contributor to the concepts and definitions incorporated under theme 9, entitled "Work on the holding" (vol. 1, part one, chap. 8), whereby substantial changes were introduced in order to align concepts and definitions to those adopted by the Nineteenth International Conference of Labour Statisticians. ILO also participated in a peer review technical meeting on the FAO Agricultural Integrated Survey (AGRIS) convened for the purpose of discussing the Labour Rotating Module and field tests, and has provided additional inputs to help support FAO testing of agricultural surveys, specifically on work statistics.

34. As regards time-use statistics, ILO contributed extensively to the review and update of the International Classification of Activities for Time Use Statistics (ICATUS 2016), under the leadership of the Statistics Division. The new classification is fully aligned with the international standards adopted by the Nineteenth International Conference of Labour Statisticians, thus enabling its adaptation and use in time-use surveys for the production of statistics on the different forms of work, in particular own-use production work.

35. ILO participated as well in a task force organized by the Conference of European Statisticians to develop guidance on the valuation of unpaid household services. This guidance meets a demand from countries wishing to develop estimates of the value of unpaid household work. ILO contributed to ensuring the alignment of the guidance with the standards adopted by the Nineteenth International Conference of Labour Statisticians and provided input on the measurement of time spent on those activities as one step in the valuation process. The guidance was endorsed by the Conference of European Statisticians in June 2017.[8]

36. In 2015, at its forty-sixth session, the Statistical Commission, in its decision 46/105, endorsed the establishment of an Intersecretariat Working Group on Household Surveys (see E/2015/24, chap. I, sect. C). Since late 2016, ILO has operated as the Chair of the Intersecretariat Working Group Management Group and Technical Working Group. The aim of the Intersecretariat Working Group is to promote development of coordination of the activities of international agencies having household survey programmes or playing a key role in respect of indicators delivered by household surveys. A separate report on the work of the Intersecretariat Working Group (E/CN.3/2018/7) will be submitted to the Commission at its forty-ninth session.

C. Practical guidance

37. Following the completion of the ILO global Labour Force Survey pilot survey programme, ILO embarked on the preparation of an updated suite of Labour Force Survey practical tools and guidance to be published on a progressive basis, starting in 2018, following the publication by December 2017 of the main findings derived from the ILO Labour Force Survey pilot studies. This will include, in the first quarter of 2018, the release of model Labour Force Survey questionnaires suitable for paper-and-pencil interviewing for data collection with accompanying guidelines for their national adaptation, an interviewer manual and reference materials specifying the

[7] Rome, 2017.

[8] See http://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/2017/CES_6-Guide_on_Unpaid_Household_Work_for_endorsement.pdf.

indicator coverage of the model Labour Force Survey questionnaires and computation rules. The model paper-and-pencil interviewing materials for the Labour Force Survey will be accessible through the ILO website (http://www.ilo.org/global/statistics-and-databases/lang--en/index.htm).

38. In addition to supporting computer-assisted personal interviewing (CAPI) data collection, a Labour Force Survey toolkit is being developed which includes modular Labour Force Survey questionnaire sequences suitable for CAPI implementation, and integrated electronic interviewer aids in English, French and Spanish, as well as automated data quality checks and data-processing procedures for the calculation of selected key indicators. The CAPI tools will be made available in CSPro for Android using a modular approach to facilitate their national adaptation. As part of the development of the CAPI Labour Force Survey toolkit, starting in the second quarter of 2018, ILO plans to collaborate with a few countries in testing its usability in preparation for wide dissemination.

39. Further, ILO will work to generate additional Labour Force Survey reference guidance in order to provide practical support to countries in their implementation of surveys designed to capture information on work and the labour force. This guidance will provide a wide range of related information on measurement (concepts, definitions and question sequences), indicator generation (definitions and instructions on derivation from question sequences) and more general support on household survey implementation (e.g., good practices in survey design and testing).

40. It is intended that, collectively, these diverse materials will serve as a comprehensive and user-friendly reference point for countries seeking to apply good practices and the latest standards in implementing their household surveys for the measurement of work and labour-force statistics. A strong emphasis will be placed on the need for good-quality national adaptation, translation and testing so as to ensure that the goal of producing high-quality data which meets both national and international data demands is achieved. Dissemination of these materials will include a special session at the Twentieth International Conference of Labour Statisticians in October 2018 devoted to raising awareness and promoting use by countries.

41. Following the release of the core volumes of the Labour Force Survey practical guidance and the CAPI toolkit, ILO will initiate plans to roll out a comprehensive programme of technical assistance and capacity-building based on the new guidance. Other agencies and donors will be invited to participate so that enhanced support can be provided to countries in achieving full implementation of the new standards at the national level.

D. Capacity-building and technical assistance

42. Following the Nineteenth International Conference of Labour Statisticians in 2013, ILO capacity-building and direct technical assistance activities have been incrementally revamped to raise awareness regarding the new standards and help countries make plans for their implementation within the context of national practice. Major achievements have included the revamping of the ILO core training programme in labour-force statistics, held annually at the ILO International Training Centre, to enable establishment of the new Labour Market Statistics and Analysis Academy as from 2015; conduct of several regional training workshops, in collaboration with partners, for countries in Africa, Asia, the Americas, the Middle East, the Gulf region and the Pacific islands, as well as national training workshops and direct technical assistance to countries that are in the process of implementing the new standards.

1. Labour-Market Statistics and Analysis Academy and the Rural Development Academy

43. In 2015, ILO, in collaboration with the International Training Centre (Turin, Italy), launched the above-mentioned Labour Market Statistics and Analysis Academy to replace the labour-market information courses (LMI1 and LMI2) held annually from 2009 to 2014. The new two-week Academy introduced fully integrated course content with separate learning paths targeting the needs of labour statisticians, data analysts and senior managers. The main aim of the Academy is to enhance the capacity of ILO stakeholders (including, primarily, national statistics offices, and ministries of labour and other government agencies, as well as representatives of workers' and employers' organizations) to collect, process, disseminate, analyse and/or interpret labour-market information aligned with the latest international statistical standards and, in particular, to raise awareness on the new standards adopted by the Nineteenth International Conference of Labour Statisticians and their implications.

44. In 2015, in Turin, close to 90 participants from all regions participated in the Academy, which was conducted in English. Gender mainstreaming in labour statistics was a central theme of the 2015 Academy, which held separate sessions for the different learning paths. A special women's scholarship fund was created to help encourage the participation of women. The 2016Academy, which was conducted in French, was held in Yamoussoukro, with the participation of 30 participants from 15 African countries. In 2017, in Turin, the Academy, which was conducted in English, had a total of 65 participants. The learning paths of the 2017 Academy concentrated on the needs of labour statisticians and data analysts in response to the new focus on supporting the production of decent work-related Sustainable Development Goal indicators. The aim was to enhance countries' understanding of the new Sustainable Development Goal indicator framework, including the linkage to the international system, as defined by the United Nations, for national and global monitoring and to expand knowledge on how decent work-related Sustainable Development Goals and targets could be monitored, taking into account existing international statistical standards. Gender considerations were mainstreamed and highlighted throughout the curriculum.

45. Also in 2017, ILO organized sessions in the Rural Development Academy related to measuring and monitoring decent work in rural areas. The Rural Development Academy targets participants from ILO member States, in particular government officials, and representatives of workers' and employers' organizations. The sessions on rural labour statistics, which were led jointly by ILO and FAO, focused on the scope and objectives of work and labour statistics in rural/urban areas (and in agriculture), as well as on decent work indicators and related Sustainable Development Goal indicators based on international statistics standards, application of a national definition of rural/urban in a household survey and simple use and interpretation of statistical information on decent work by rural/urban area and by agriculture/non-agricultural sector.

2. Regional technical assistance and capacity-building activities

46. In the period from 2014 to 2017, ILO conducted several regional training workshops covering the main elements of the new standards adopted by the International Conference of Labour Statisticians as well as other topics of high priority, including, increasingly, the Sustainable Development Goal decent work-related targets. Regional workshops were held in Bangkok (2017), Chile (2015),

China (2014), Fiji (2015), Japan (2017), New Caledonia (2014), Oman (2014), Rome (2016), South Africa (2014 and 2015), the Republic of Korea (2015), and the United Republic of Tanzania (2017).

47. In addition, direct technical assistance, including conduct of national workshops, awareness-raising with senior management, advice on planning, questionnaire design and methodological tests, and related activities, was provided to the following countries and area: *Africa*: Cameroon, Côte d'Ivoire, the Democratic Republic of the Congo, Lesotho, Liberia, Mali, Mauritius, Mozambique, Namibia, Rwanda, Seychelles, Sierra Leone, South Africa, the United Republic of Tanzania and Zambia; *Asia and the Pacific islands*: Bangladesh, Brunei Darussalam, Cambodia, China, Fiji, the Lao People's Democratic Republic, Malaysia, Maldives, Mongolia, Myanmar, Nepal, Pakistan, the Philippines, Samoa, Sri Lanka, Tuvalu and Viet Nam; *the Americas*: Bolivia (Plurinational State of), Brazil, the Cayman Islands, Chile, Costa Rica, the Dominican Republic, Ecuador, El Salvador, Guyana, Honduras, Mexico, Panama, Paraguay, Peru, Suriname and Uruguay; and *the Middle East and Northern Africa*: Egypt and Tunisia.

E. Partnerships and inter-agency coordination

48. In recent years, ILO, having recognized the strong interest in statistics on work and labour, developed partnerships to support the work programme and plans to build on those partnerships to support future activities.

49. ILO is engaged in a strategic partnership with the African Development Bank, the African Union, AFRISTAT and the Economic Commission for Africa, whose goal is to support the development of labour statistics in Africa, with a particular focus on the new framework for work statistics and the decent work-related Sustainable Development Goal indicators.

50. At the global level, ILO is a member of the Women's Work and Employment partnership,[9] established in 2014 as a mechanism for supporting implementation of the latest International Conference of Labour Statisticians standards, with a particular focus on their significance for the production of gender-relevant statistics. The partnership has brought together international agencies playing a particular role in the production of statistics on labour and work, namely, ILO, the World Bank and FAO supported by Data2X. Initially, this partnership focused on providing a knowledge-sharing platform and promoting coordination of the agencies' piloting activities, which proved to be highly valuable to all of the agencies involved. The collaboration highlighted further synergies which could be achieved through more direct cooperation between the agencies. This led to the partnership's second stage, a key element of whose work programme will be the aforementioned joint pilot study in Sri Lanka.

51. With regard to the volunteer work, in November 2017, ILO and the United Nations Volunteers (UNV) programme launched a new partnership to promote and expand its measurement through household surveys across countries. In this regard, a senior statistician position, housed at ILO in Geneva, has been established. Priority areas of work include a review of national experiences in the measurement of volunteer work through household surveys; identification of good practices and lessons learned; establishment of a pilot study programme on volunteer work measurement; further conceptual and methodological development with a view to

[9] See http://data2x.org/partnerships/womens-work-employment/.

update the existing Manual on the Measurement of Volunteer Work (ILO, 2011); and development of accompanying practical survey tools to support country implementation. ILO is seeking out those national statistical offices with plans to implement a survey or module on volunteer work in the period 2018–2020, to participate in the ILO-UNV volunteer work pilot study programme, with a view to supporting the development of practical survey tools for volunteer work to enable its regular inclusion as a part of official statistics.

52. In the area of time-use statistics, ILO has plans to engage in a partnership under the leadership of the Statistics Division aimed at developing and testing innovative means of collecting relevant and reliable time-use data, with a focus on the measurement of paid and unpaid forms of work, in particular to promote the development of statistics on own-use production work and to produce results that could serve as input for the development of Sustainable Development Goal indicator 5.4.1 ("Proportion of time spent on unpaid domestic and care work, by sex, age and location").

53. ILO is furthermore engaged in collaboration with the Department for International Development (DFID) of the United Kingdom of Great Britain and Northern Ireland and the World Bank to promote the availability of labour data capable of meeting a diverse set of needs. The collaboration is in its early stages of development and will focus on identifying priority areas and activities for promoting the availability of key indicators on labour, with a particular focus on developing countries. While Sustainable Development Goal 8 will provide a key reference point, the collaboration seeks to both offer and advocate a broader vision of labour data needs.

III. Preparatory activities towards the Twentieth International Conference of Labour Statisticians

A. Review and update of the International Classification of Status in Employment (ICSE-93)

1. Background and reasons for the revision

54. In October 2018, the Twentieth International Conference of Labour Statisticians will review proposals for a new set of international standards for statistics on work relationships. If adopted, these standards will replace the International Classification of Status in Employment (ICSE-93). This classification, which was adopted by the Fifteenth International Conference of Labour Statisticians (Geneva, 19–28 January 1993) in its resolution III, is the current international standard for statistics on the topic. It provides only five substantive categories and the groups are defined with reference to the distinction between "paid employment" jobs on the one side and "self-employment" jobs on the other. Its revision was mandated at the Nineteenth International Conference in order to address a number of concerns including:

(a) The need to cover all forms of work specified in resolution I adopted by the Nineteenth International Conference concerning statistics of work, employment and labour underutilization and to reflect the narrower definition of employment;

(b) The relevance and usefulness of the distinction between paid employment and self-employment, given the increasing number of types of employment arrangements that do not fit comfortably into either category;

(c) The boundary between self-employment and paid employment, particularly with respect to working proprietors of incorporated enterprises and dependent workers who have contractual arrangements of a commercial nature;

(d) Applicability of the standards to informal employment situations, especially the situation of informal employees;

(e) The need for greater detail to allow the identification of workers in various non-standard forms of employment, such as casual, short-term, temporary and seasonal employees, and workers on zero-hour contracts;

(f) The need for guidelines on data collection, questionnaire design, and derivation and adaptation of the standards for national use.

2. Consultation and development of proposals

55. To assist in the development of proposals to replace ICSE-93, ILO established a working group comprising producers and users of labour and economic statistics from national government agencies in all regions, intergovernmental agencies, and workers' and employers' organizations. This group met four times in the period from May 2015 to September 2017. To widen the consultation process and obtain feedback on the proposals developed by the working group, ILO also conducted a series of preparatory regional meetings of labour statisticians in all regions from late 2016 through 2017. These meetings focused on both relevance to the regional context and technical feasibility of the proposed new standards. Opportunities for testing the proposals were identified in several countries. In advance of the Twentieth International Conference of Labour Statisticians, the draft standards will be reviewed by a tripartite meeting of experts in the field of labour statistics in February 2018.[10]

3. Overview of the proposed new standards

56. The proposals are integrated under a conceptual framework which defines the key concepts, variables and classification schemes included in the new standards for statistics on work relationships. The central element is a revised International Classification of Status in Employment (ICSE-18) which comprises 10 relatively detailed categories. These categories may be aggregated according to two alternative classification structures. The first structure, based on the *type of authority* that the worker exercises over the economic unit for which he or she works, provides categories at its top level for "dependent" and "independent workers". The second structure, based on the *type of economic risk* to which the worker is exposed, creates a dichotomy between "workers in employment for pay" and "workers in employment for profit". This is similar to the traditional distinction between self-employment and paid employment.

57. The 10 categories in the proposed International Classification provide more detail than those in ICSE-93. They include four subcategories of employees which allow identification of those with non-standard employment arrangements, separate categories for owner-operators of corporations and a separate category for *dependent contractors*. The distinctions made in ICSE-93 between employers, own-account workers, contributing family workers and employees have been retained. A separate category for workers in producers' cooperatives, however, has not been retained.

[10] The report discussed at the Meeting of Experts, the draft resolution and the record of the meeting will be made available to the Statistical Commission as room documents.

58. The development of proposals for the new category of dependent contractors has been particularly challenging. They are currently defined as "workers employed for profit, usually by way of a commercial transaction, who are dependent on another entity that directly benefits from the work performed by them and exercises explicit or implicit control over their activities". They may either provide labour to others while having contractual arrangements similar to those under self-employment or they may own and operate a business without employees but do not have full control or authority over their work. Testing currently under way in several countries is focusing heavily on the development of methods for identifying the group of dependent contractors in statistical collections.

59. The proposed international standard classification of status at work is an extension of the classification of status in employment to cover all forms of work, including own-use production work, volunteer work and unpaid trainee work, as well as employment. The purpose of the classification of status at work is to allow the production of conceptually consistent statistics on different populations and from different sources, rather than to enable, in its entirety, the compilation of statistics from any particular survey. The categories in the classification of status at work are defined in such a way as to allow the provision of separate statistics on activities within and beyond the System of National Accounts production boundary.

60. The classifications according to status are complemented by a set of cross-cutting variables and categories which provide more detailed information on the degree of stability and permanence of the work. They include definitions and categories for types of arrangement that cut across several status categories. The bulk of these variables are regularly included in most labour-force surveys but are not covered by internationally agreed statistical standards. The proposals therefore seek not only to provide more relevant and detailed statistics on status in employment but also to promote greater harmonization, coherence and international comparability of statistics on various aspects of the contractual and other conditions in which work is performed.

B. Work in the informal economy

61. Resolution II concerning statistics of employment in the informal sector was adopted by the Fifteenth International Conference of Labour Statisticians (1993). The guidelines concerning a statistical definition of informal employment were endorsed at the Seventeenth International Conference, held from 24 November to 3 December 2003. Through the adoption of resolution I concerning statistics of work, employment and labour underutilization by the Nineteenth International Conference, the boundaries of labour-market statistics have fundamentally changed, impacting on the statistical definitions of informal sector and informal employment. It is also likely that the expected revision of ICSE-93 will have an impact on the statistical definition of informal employment. These changes, along with the need to refine this important factor as an accepted Sustainable Development Goal indicator, have created a strong need to align the definitions of informal sector and informal employment to the latest developments. The need for alignment was also one of the main conclusions during the twelfth meeting of the Expert Group on Informal Sector Statistics (the Delhi Group), held in Geneva on 2 and 3 October 2017.

62. ILO will submit a discussion paper to the Twentieth International Conference of Labour Statisticians I summarizing the known problems associated with the resolution adopted by the Fifteenth Conference and the guidelines endorsed by the

Seventeenth Conference. ILO will also identify ways in which the statistical framework of informal sector and informal employment could be developed and modified in order to align the framework to the concept of work as defined in the resolution adopted at the Nineteenth Conference and the likely revision of ICSE-93. The paper will solicit guidance on the proposed options and on how best to ensure progress in the work required.

C. Rural labour statistics and agricultural labour statistics

63. ILO and FAO have begun preparing a room paper which will be presented at the Twentieth International Conference. The paper will be divided into two parts, with the first focusing on rural labour statistics and the second on agricultural labour statistics. The topic is very timely, as a key guiding principle of the Sustainable Development Goal monitoring framework is to ensure that nobody is left behind, which includes ensuring adequate geographical area (rural/urban) and industry breakdowns of the indicators that are useful to policymakers. The topic of "rural" in labour statistics reflects a breakdown of the national territory into distinct, mutually exclusive subnational areas according to the set of definitional criteria applied (for urban/rural) and to which jobs, work activities and households can be assigned. On the other hand, agricultural labour statistics refer to a classification by agricultural and non-agricultural sectors, allowing jobs and work activities (including subsistence food production work) to be coded by agricultural or non-agricultural sector.

64. The two topics, while related based on traditional geographical location of agriculture, are quite distinct from each other both conceptually and in terms of measurement. Production both of rural/urban breakdowns and of agricultural/non-agricultural sector breakdowns of labour statistics presents unique challenges for measurement in household surveys. The discussion paper will seek to address these issues and propose initial options for guidelines based on best practices in sampling design and questionnaire design in countries as well as Labour Force Survey pilot test results, while soliciting guidance from the Twentieth International Conference.

IV. Points for discussion

65. **The Statistical Commission is invited to:**

(a) **Express its support for the wide implementation of the new standards adopted by the International Conference of Labour Statisticians at national and international levels with a view to improving the relevance of work and labour-market statistics so as to enable close monitoring of the decent work-related Sustainable Development Goal targets under various Goals, particularly 5 and 8;**

(b) **Note the progress made by the International Labour Organization (ILO), in its collaboration with interested national statistical offices, international agencies and other development partners, in developing evidence-based methodologies, practical guidance and survey tools through which to support the implementation of the new framework for work statistics and measures of labour underutilization;**

(c) **Encourage expressions of interest from national statistical offices and international agencies in collaborating with ILO in further methodological testing, with a view to developing updated practical guidance on the**

measurement of activities such as volunteer work and own-use production work, selected issues associated with the employment relationship such as the identification of dependent contractors, measurement of education qualifications and skills mismatches;

(d) Support the rollout of a comprehensive ILO programme of technical assistance and capacity-building on work and labour-force statistics and encourage development partners and international agencies to contribute to this effort through collaboration and coordinated implementation across relevant statistical sources;

(e) Note the methodological work and wide-ranging consultation process at regional and international levels undertaken by ILO in preparation for the forthcoming Twentieth International Conference of Labour Statisticians, to be held in Geneva in October 2018;

(f) Express its views on the proposed revisions aimed at updating the International Classification of Status in Employment and encourage the active participation of labour statisticians from national statistical offices and ministries of labour as well as international agencies in the Twentieth International Conference of Labour Statisticians in October 2018;

(g) Support the proposal to undertake a review of existing guidelines and standards relating to statistics on the informal sector and informal employment in close coordination with the Delhi Group on Informal Sector Statistics.